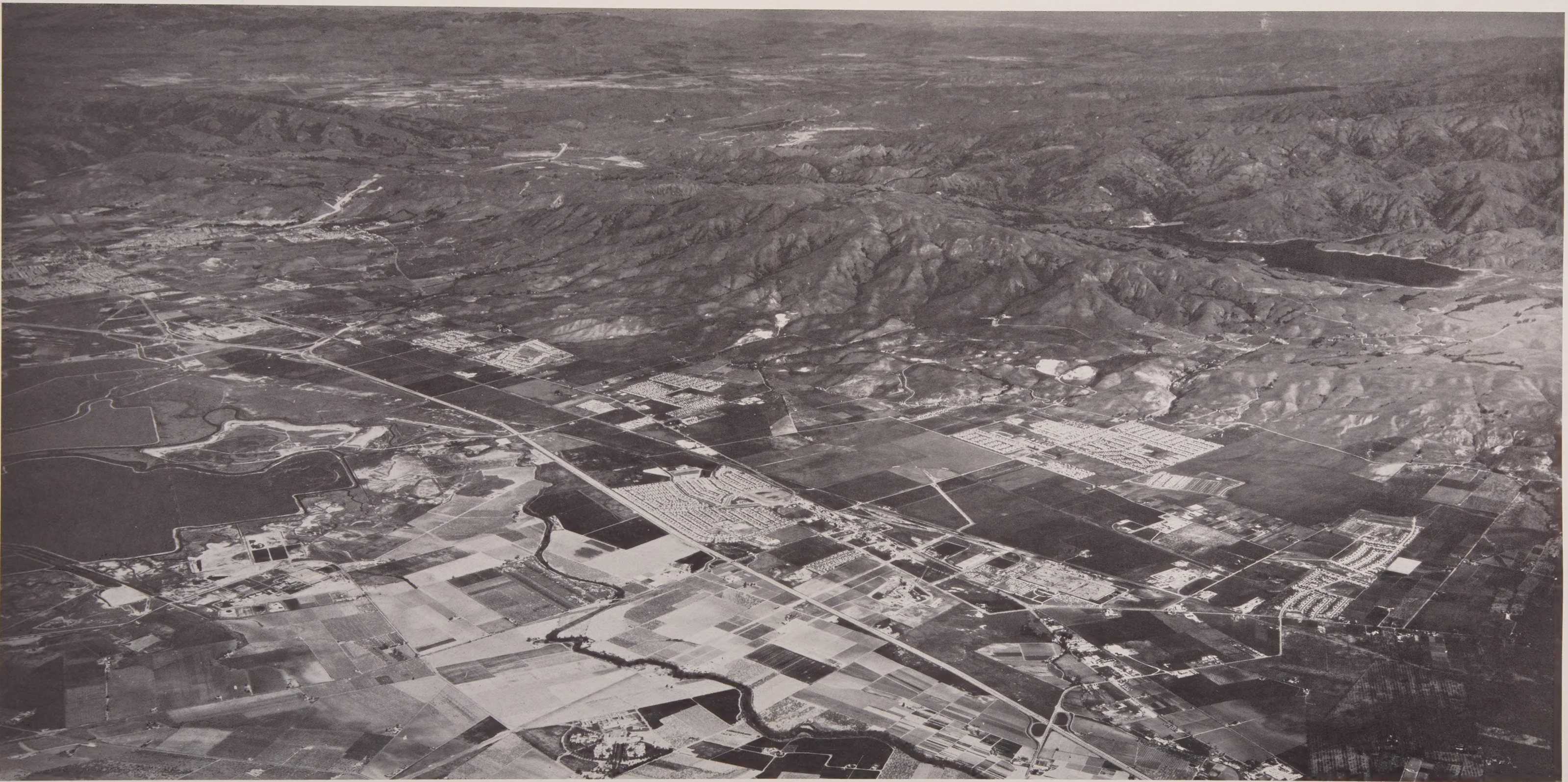


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THE MILPITAS GENERAL PLAN TO 1985



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THE MILPITAS GENERAL PLAN TO 1985

"The General Plan is a long-range comprehensive statement and is for the purpose of guiding the growth and development of the City of Milpitas, and in recognition of the importance of relatively compact development necessary to provide for economy and efficiency in public services and utilities, it is the intent of the City to consider future land use changes in conformance with this General Plan and based on approximately a five year period of proposed urban development. The City Planning Commission and the City Council of the City of Milpitas will change the General Plan as time and conditions require."

Milpitas City Council, November, 1963

AUTHOR:

RUTH E. KRUSHKHOV

GENERAL PLANS - MILPITAS, CALIF.

MILPITAS, CALIF. - GENERAL PLAN

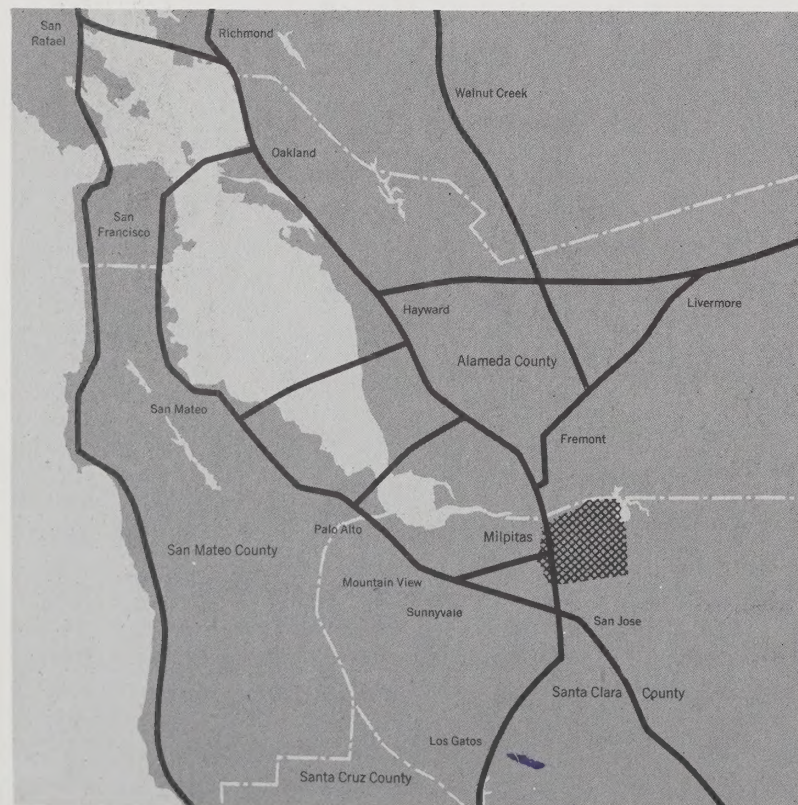
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THE SETTING

Milpitas is set in the northeastern Santa Clara Valley and shares a common boundary with Alameda County. The grassy foothills of the Diablo range, the Calaveras Hills, rise to the east while the lower reaches of San Francisco Bay are only 6.5 miles distant. Reaching towards the city is the circumferential urban development of the San Jose Area and the lineal growth of the East Bay now moving south beyond Fremont. Milpitas' growth is but a small part of the metropolitan emergence of the San Francisco Bay Area.

By 1985 the discontinuous urban pattern now circling the Bay from Richmond to San Francisco will form a lineal region bounded by water and hills and emphasized by parallel north and south freeway routes. In the Santa Clara County sub-region, San Jose will be the core city. The economic and social ties of businesses and residents will reach beyond the limits of municipal boundaries and cross-commuting will be assisted by an efficient transportation network and a high rate of automobile ownership. The functional and economic separation of any single city from the region is improbable. This cohesiveness will be felt throughout the Bay region and, for Milpitas, it will be most immediate in its relations with Santa Clara County. This is the nature of the influences that will affect and shape Milpitas.



THE GENERAL PLAN

OBJECTIVES

1. *Transportation* To develop a circulation and transportation system which is integrated with the community pattern of living, working and shopping areas, and, which will provide for the safe, convenient and efficient movement of goods and people within the city and to other parts of the region by whatever means of mass transit and local transit is available.

Special consideration is directed toward the traffic circulation needs of a modern, convenient central business district area, including adequate off-street parking.

To promote a traffic pattern which will encourage industry and further the potential of industrial land.

2. *Residential Areas* To identify those areas most appropriate for residential use controlled by topography and lot size.

Establish population densities which can be served adequately by community facilities and utilities.

Provide a variety of residential types to serve the varying needs of individuals and families while at the same time retaining existing structural standards.

Special emphasis should be applied toward a high quality of architecture and low residential density to protect the appearance of hillside area potential.

3. *Economic Activity* To encourage those economic pursuits which will strengthen and promote development through stability and balance.

To publicize the position of Milpitas within the metropolitan area as a place to carry on compatible industrial and reliable commercial activity.

To direct special emphasis upon the advantages of the city's location to both industrial and commercial use.

4. *Community Identity* To preserve and maintain the historical landmarks of Milpitas and its physical setting so that the residents will recognize they are a part of a distinctive and dynamic community.

To foster community pride and growth through beautification of existing and future development.

5. *Public Facilities and Services* To provide all possible kinds of community facilities and utilities of the highest acceptable standards commensurate with the present and anticipated needs of Milpitas.

To foster the necessary expansion of educational, recreational, cultural, civic and safety services and facilities to meet community needs as well as any special needs of the region.

To develop adequate civic, recreational and cultural centers in logical locations for the best service to the community and in ways which will protect and promote community beauty and growth.



TABLE 1

1985 DISTRIBUTION OF LAND USES MILPITAS PLANNING AREA				
Type of Use	Gross Acres	Per Cent Total		
Total Planning Area	12,405	100%		
Urban Reserve—Hillside	4,425	36%		
Urban Reserve—Creekside	1,100	9%		
Regional Parks—Hillside	500	4%		
Regional Parks—Creekside	125	1%		
Total—Developed Urban Uses	6,255	50%	100%	
Single Family Residential— Hillside	500	4%	8%	
Single Family Residential— Central Urban	1,860	15%	30%	
2-4 Family Residential	280	2%	4%	
Multi-Family Residential	425	3%	7%	
Town Center Retail	60	—	1%	
Retail Sub-Centers	100	1%	2%	
Professional, Administrative Offices	100	1%	2%	
Commercial Services	120	1%	2%	
Highway Services	90	1%	1%	
Industrial Park	240	2%	4%	
Manufacturing	1,110	9%	18%	
Civic Center	15	—	—	
Fire Stations	5	—	—	
Senior High Schools (3)	120	1%	2%	
Junior High Schools (4)	90	1%	1%	
Elementary Schools (24)	265	2%	4%	
Local Parks	75	1%	1%	
Greenways	60	—	1%	
Freeways, Major Streets	580	5%	9%	
Railroad, Rapid Transit	160	1%	3%	

TABLE 2

DISTRIBUTION OF HOUSING UNITS AND POPULATION: 1985 MILPITAS PLANNING AREA					
Residential Type	Net Acres*	Average No. D.U.'s/Acre	Total D.U.'s	Average Pop./D.U.	Total Pop.
Total—All Types	2,580		21,940		71,460
Single Family—					
Hillside	400	2	800	4.0	3,200
Central Urban	1,580	7	11,060	4.0	44,260
2-4 Family	240	12	2,880	3.2	9,600
Multi-Family	360	20	7,200	2.0	14,400

*Local streets at 15% total excluded

THE CONCEPT

Milpitas in 1985 will be a green-belt city of 70,000 persons that has “balanced” its local and regional roles through the integration of a highly amenable residential community and a thriving regional industrial center.

The form of Milpitas will be relatively compact to provide some separation between the City and encroaching tides of Bay Area growth, economy in public services and utilities, and land reserves after 1985. On the west, urbanization is confined by the Nimitz Freeway and on the east by the Calaveras Foothills (with selected intrusion of homes into the foothills), creating peripheral green-belts in either direction. The Coyote Creek Park and the Airpoint Regional Park ensure permanent park and open space at the boundaries of the Planning Area after 1985. On the north and south, definition and separation is provided by the South Bay Freeway and the Montague Expressway. Within the Planning Area, the circulation system articulates the different areas of major use as well as providing the means of movement between them.

The Town Center will be the “heart” of Milpitas’ civic, cultural, business and professional life. As a major development complex, it will be a prominent visual form identifying the City as an urban center. The work and service activities, grouped by like functions, will be in districts of intensive daytime activity, but relatively little night-time activity.

Residential districts will provide a variety of density patterns and dwelling types suitable for persons or families in all stages of the life cycle. A park-like setting will be created by a series of local parks, school sites, and a greenway system laced throughout all living areas. This environment will preserve the qualities of greenery and spaciousness now attracting persons to Milpitas. It is hoped that the greenways may be extended in a limited form into the commercial and industrial areas.

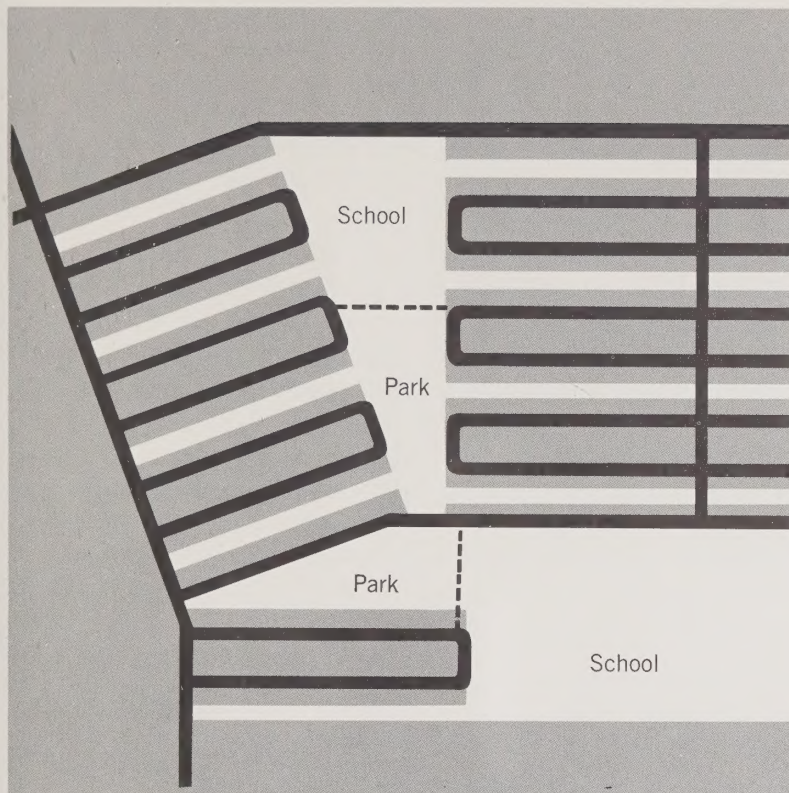
The 1985 General Plan map is shown on page 12. The distribution of land uses is shown in Table 1.

LIVING AREAS

The General Plan proposes that all living areas have a park-like quality which may be achieved through the Planned Unit Development concept and the judicious siting of parks and schools. A complete system of landscaped pedestrian walks linking residential areas to schools, parks and even to shopping centers and the Town Center, will create a system of city-wide greenways that extends the greenness and spaciousness enjoyed today to future generations. One method which can be applied in planned unit developments which will make the proposed growth possible is illustrated.

1. *Residential* The General Plan provides 3,000 gross acres of residential land for development by 1985.

To reach the anticipated level of growth an average of 77 acres of land will have to be consumed annually for residential expansion. Table 2 shows the distribution of residential land by density and the resultant 1985 population holding capacity of 72,000 persons.



Planned Unit Development Principle



TABLE 3

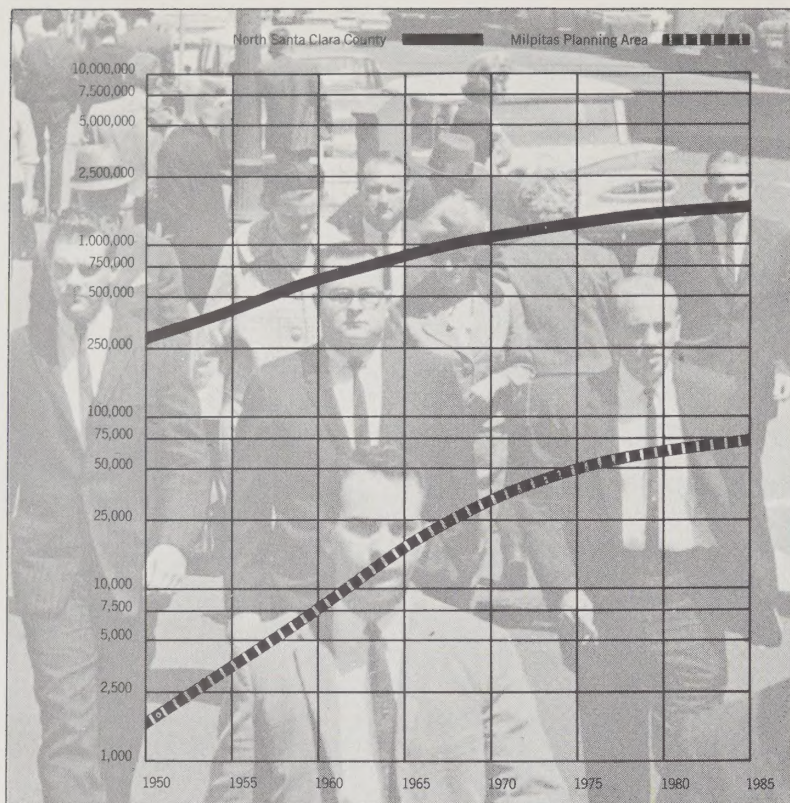
SCHOOL ENROLLMENT AND AREAS: 1985
MILPITAS PLANNING AREA

School	Students/D.U.		No. of Students			Schools Required*	
	S.F.	M.F.	S.F.	M.F.	Total	No.	Acres
Total	1.54	0.365	18,275	3,679	21,954	30.2	471
K-6	1.00	0.25	11,860	2,520	14,387	24.0	264
7-8	0.23	0.05	2,728	504	3,233	3.8	92
9-12	0.31	0.065	3,679	655	4,334	2.4	115

*Standards: K-6 5 acres + 1 acre/100 students, 600 capacity
7-8 15 acres + 1 acre/100 students, 700-1,000 capacity
9-12 30 acres + 1 acre/100 students, 1,800-2,100 capacity

S.F. = Single Family

M.F. = Multi-Family



The 1985 population will range between 70,000 to 80,000 persons which is in accordance with total projections for Santa Clara County. The lower estimate assumes future density patterns similar to those in Santa Clara County today and used for planning service areas. The upper figure would be approached if patterns changed. For example, if single family areas were developed with town houses rather than detached houses, densities would increase.

a. *Single Family Residential* This use occupies 1,860 gross acres /76 per cent of all residential land in Milpitas. Because of the lower comparative densities, only 54 per cent of all units will be in these areas. These areas will be most attractive to families with several children. Approximately 83 per cent of the 1985 school population will be drawn from single family homes.

1) *Hillside Residential* This use occupies 400 net acres with a total 800 units at an average density of 2 units per net acre. Land boundaries on the General Plan map are indications of the desired land pattern rather than final determinations of land to be used for homes. The pattern shown is a series of large land blocks separated by fingers of open space. If ordinary subdivision patterns prevail, lot sizes will be a half-acre; if planned unit development prevails, clustering of housing can maintain the prescribed density with less change to the topography.

2) *Central Urban* Average single-family densities in the Central Urban area, the area between the Nimitz Freeway and Piedmont Road extended, will be 7 units per net acre in accordance with existing trends. Lot sizes will be no less than 6,000 square feet. The Plan assumes that by 1985, the County Prison Farm, south of Calaveras Road between the Nimitz Freeway and Main Street, will be moved to a less urbanized area, freeing this area for single-family uses.

b. *Multiple Residential Dwellings* This use occupies 705 gross acres of land, 24 per cent of the residential land in 1985. The ranges of densities in these areas make possible a variety of housing types and the ability to accommodate the projected population without developing 100 per cent of the land area. Multiple-residential districts act as buffers between single-family areas and commercial and industrial activities or freeways and major streets.

1) *2-4 Family* There are 240 net acres (280 gross acres) planned for this use at 12 units per net acre, which may include attached two-story homes, and groupings of duplexes and fourplexes. These areas will be most suitable for families of one or two children and childless couples and will house an estimated 9,600 persons.

2) *Multi-Family* The most dense areas in Milpitas will average 20 units per net acre on a total of 360 net acres (425 gross acres). These sections will be characterized by tall buildings in park-like settings. They can provide efficient housing that will be suitable for childless couples and single persons. By 1985, there will be 14,400 persons in these sections. The Town Center district includes 50 acres of multiples in keeping with the proposed intensive use throughout the district.



2. COMMUNITY FACILITIES

a. *Schools* Provision for school facilities has been made according to the standards of the Milpitas School District, and the Eastside Union High School District. Recommended school facilities with their respective capacities and land requirements are shown in Table 3. There are 24 elementary, 4 junior high, and 3 senior high schools to accommodate the estimated 1985 school population of 22,000 students. Three high school sites are proposed in view of the need for more than two normal sites. The third site is between the Nimitz Freeway and Abel Street and is planned to serve students in the relatively isolated western areas. If the area west of the Freeway is used for residential activities after 1985, a full high school will be necessary. Only 22 elementary sites are shown on the Plan map, so that the locations of the remaining 2 sites will have to be determined in the future. Existing schools include six elementary schools, one junior high school and one senior high school.

b. *Recreation Facilities*

1) *City Parks and Greenways* Local parks are provided according to Milpitas' adopted standard of one acre per 1,000 population. In 1985, the General Plan anticipates 8 three to five acre parks adjacent to school sites. The existing 10 acre site adjacent to Samuel Ayer High School will serve the entire City. The proposed 77 acres of park, slightly more than required, includes 41 acres in the Parktown P.U.D. donated to the City. The type of park and the necessary facilities will be considered at the design stage of each site in keeping with the City's present policy.

Supplementing these parks will be the school play areas and the Hetch-Hetchy greenway. The schools also have building facilities available for community use.

The Hetch-Hetchy greenway proposal envisions the development of the San Francisco Water Department's 80 foot right-of-way as a pedestrian walkway and a cycling path with simple recreation facilities like picnic tables or tot-lots. Minimum length of development would be 0.75 miles through the residential areas and the Town Center, although it may be feasible to include part of the right-of-way in the industrial areas for use by employees. The Hetch-Hetchy greenway will form the spine of a network of greenways throughout the City.

Supplemental parks will also be provided through planned unit developments. These developments can be designed to include greenway links to the major Hetch-Hetchy or to minor walkways creating a city-wide chain of paths and plantings. For example, existing and planned P.U.D.'s include 52 acres of park.

2) *Historical Sites* There are three notable buildings in the Planning Area, which should be protected as part of the City's heritage: the Jose Higuera Adobe, Rancho Higuera Road; the Jose Maria Alviso Adobe, Piedmont Road; and the Airpoint School, Calaveras Road.





3) *Regional Parks* The two regional parks will be the skeleton of the greenbelt separating Milpitas from encroaching neighboring urbanization. If the reserve land is urbanized after 1985, the regional parks will comprise all of the greenbelt.

The proposed Coyote Creek Park is a part of the County's stream-side preserve program covering the entire valley floor. Development of the Creek has already begun in San Jose. It is anticipated that future plans of the County and the Water Conservation District will integrate the Creek within a network of flood control canals and that the banks of the canals will be developed for recreation activities including a park drive. Total area of the park within the Milpitas Planning Area is approximately 125 acres.

In the Calaveras Hills, near the existing golf course and in the vicinity of the former site of the proposed Airpoint Reservoir is an area of 500 acres designated as the Airpoint Regional Park. The residents of the County will be asked for their approval of this proposal on next June's ballot.

c. *Government Facilities*

1) *Civic Center and Park* A 15-acre site is planned for new Milpitas City Offices, moving City Hall from its present Main Street location to the Town Center. The site is now being lease-purchased by the City of Milpitas. The Civic Center will be a grouping of city buildings symbolic of a high standard of public life and contributing to the activity of the Town Center. The site is to include parking and open space, and a town square should be planned utilizing the Hetch-Hetchy right-of-way. The continuation of the right-of-way as a greenway through the shopping and residential districts will provide a direct link between the Town Center and the northern residential areas.

Branch offices of federal or state government agencies could be in the Civic Center site or in the office area.

2) *Fire Stations* Three fire station sites are shown on the Plan, anticipating the abandonment of the two existing sites which will be inadequate. The locations and sizes of the sites have been determined by the Milpitas Fire Department. The Main Station, in the vicinity of Curtis and Main Streets, would occupy 2.5 acres and the remaining two, one acre each, in accordance with the standards of the National Board of Fire Underwriters.

3) *The Milpitas Sanitary District's Sewage Plant* The existing sewage plant, located on a 5 acre parcel west of the Nimitz Freeway and maintained by the Milpitas Sanitary District, is shown on the Plan.

INDUSTRIAL USES

Milpitas, 1985, will be a regional manufacturing and employment center and hence, industrial concentrations will be important contributors to the “image” of Milpitas. The City should carefully review all site plans and building proposals to ensure the growth of a handsome modern industrial sector that is competitive with nearby areas in Fremont and Santa Clara County. The Plan includes two industrial areas totalling 1,300 acres. To absorb all this land by 1985, Milpitas will have to have an average annual growth of 50 acres.

- 1. *Manufacturing* The industrial core of Milpitas is the 800 acre block of land for manufacturing activities lying between Calaveras Road and the Montague Expressway. All major firms locating in the City since 1954, including the Ford Plant, are in this area. Total area now in use is approximately 270 acres, which leaves 530 acres for new development. A second 160 acre manufacturing area is in the northwestern quadrant of the City. Manufacturing activities include a variety of intensive and extensive uses such as printing and publishing and fabricated metal processes.
- 2. *Industrial Park* These areas are typified by plants engaged in intensive activities free from noise, odors and other potential nuisances. Such firms are characterized by handsome buildings on landscaped sites. By virtue of their “clean” operations, the industrial park sectors serve as buffers between the heavier manufacturing uses and adjoining residential or commercial activities. Approximately 240 acres are proposed for this use, all of which is currently undeveloped.



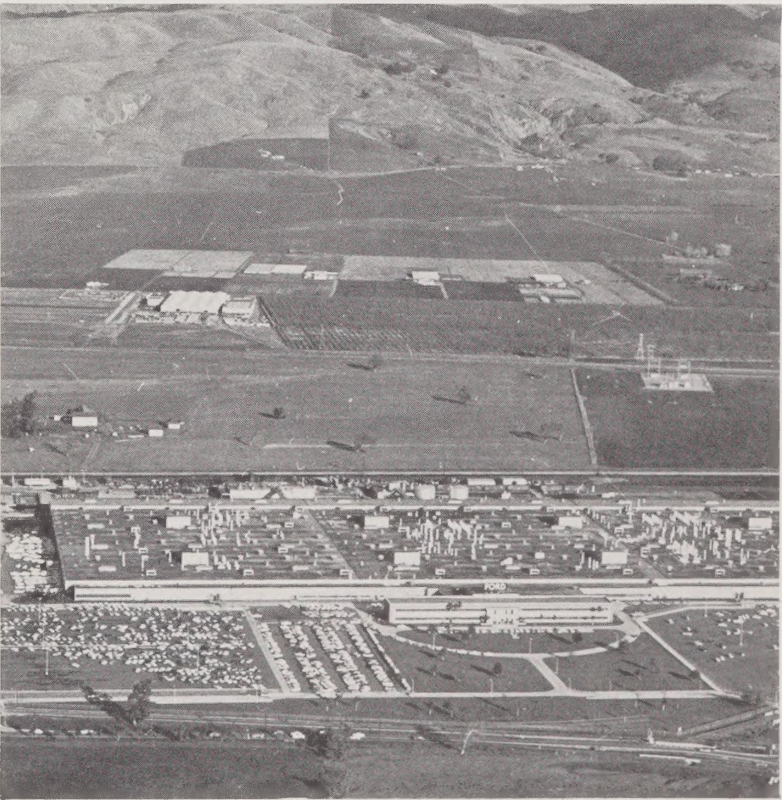
TOWN CENTER

The Town Center, or Central Business District, will be the functional and visual focus of Milpitas, 1985. In the approximate center of the Planning Area, it will be accessible to residents and commuters via the Capitol Freeway, Calaveras Road, Burnett Avenue, and the realigned New Main Street.

The Town Center will be distinguished by a variety of commercial, civic and residential activities drawing upon a city-wide service area which will result in a high intensity of land uses. Its location and magnitude dictates an architecturally distinctive complex which will become a regional landmark and immediately identify Milpitas as a prominent city. The total Town Center District is 240 acres, divided among its several uses as follows:

Primary Shopping Center	60 acres
Professional and Administrative	
Offices (two locations)	85 acres
Civic Center and Park	15 acres
Multiple Residential	50 acres
Rapid Transit Terminal	30 acres

The Town Center uses are discussed under the appropriate land use sections.





GENERAL PLAN FOR 1985

CITY OF MILPITAS, CALIFORNIA



- Freeways
- Expressways, Parkways
- Major Streets
- Railroads
- Rapid Transit & Station
- Fwy. to Fwy. Interchange
- Access Interchange
- Over - Under Pass
- 1964 City Boundary

- Single Family Units
- 2 - 4 Family Units
- Multiple Family Units
- Town Center
- Retail Sub-Centers
- Professional, Admin. Offices
- Commercial Services
- Civic Center
- Fire Stations, Sewage Plant

- Highway Services
- Industrial Park
- Manufacturing
- Sr. High School
- Jr. High School
- Elementary School
- Urban Reserve
- Major Park
- Local Park

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF SECTION 301 OF THE HOUSING ACT OF 1964, AS AMENDED.

General Plan Adopted by Milpitas City Council, Resolution No. 848, dated January 21, 1984

RUTH + KRUSHKHOV
CITY - REGIONAL PLANNING CONSULTANTS

COMMERCIAL USES

Commercial land activities occupy 470 acres divided between retail and non-retail activities and serving the diverse needs of residents and industry.

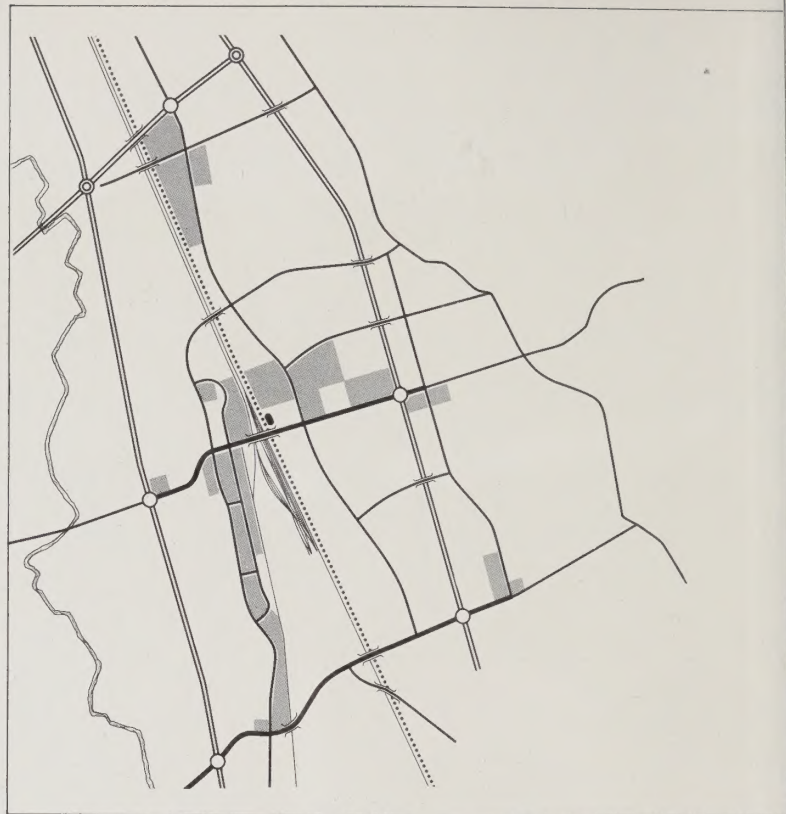
1. *Retail Shopping* All retail areas are located on major streets adjacent to street intersections or freeway interchanges to ensure maximum accessibility.

a. *Town Center Shopping* A retail center serving a city-wide market will be the primary Town Center activity and will provide a concentration of comparison goods outlets. A market analysis of 1985 retail potential indicated sufficient buying power in the Planning Area to support over 400,000 square feet of floor area excluding space for service stations. The minimum land requirement including parking and landscaping is 50 acres assuming single-story buildings. The Plan provides 60 acres allowing ample room for expansion after 1985, especially if multi-story buildings are used.

Peripheral activities such as a motel, bowling alley and restaurant may be included to attract industrial trade.

b. *Retail and Service Strip* The existing commercial strip on Main Street will remain the retail center of Milpitas, and may even expand its facilities within this area, until the new Town Center development begins to generate activity and Main Street is realigned. At that time, probably 10-15 years in the future, the role of the area will undergo some changes in emphasis, and so provide an opportunity for gradual diversification of functions to include a concentration of commercial services on the 120 acres between Corning Avenue and the Montague Expressway. Commercial services would include a wide range of personal and business services oriented to the automobile customer such as gas stations and drive-in laundries. Limited shopping facilities will be maintained between Corning Avenue and the proposed junction of Abel and Main Streets.

c. *Sub-Centers* Community centers will provide a concentration of convenience goods shopping facilities serving daily needs for groceries and minor hard goods purchases. Six sub-centers, between 8-12 acres in size, are distributed throughout the City. If Milpitas is to develop a strong retail concentration in the Town Center, it will be important to control the number, size and placement of the sub-centers. If more than six sub-centers or the 75 acres allocated to these facilities are developed in addition to the Main Street Center, the potential strength of the major center will be dissipated and the overall retail sales generated within Milpitas will be decreased.



2. OFFICES AND NON-RETAIL USES

a. *Professional and Administrative Offices* A total of 100 acres of land is planned for office and administrative services. These areas will provide advantageous locations for medical, law and similar services required to serve local residential needs, the office activities of industries with local plants, and industrial services such as banks and mailing services. This activity is concentrated in two Town Center locations comprising a total of 85 acres, with a supplementary 15-acre area at the juncture of the Montague Expressway and Park Victoria Drive.

b. *Highway Services* A highway service district occupies 90 acres bounded on three sides by the South Bay Freeway, the realigned North Main Street and the Western Pacific Railroad tracks. This area would be suitable for transient residential uses such as motels or additional trailer parks, and non-retail business services such as car rental offices or equipment display showrooms. Businesses locating here should be free of noxious operational characteristics and be housed on large lots with well maintained grounds.

THE CIRCULATION SYSTEM

The circulation system is a key contributor to the form of Milpitas as it will develop by 1985. The high-speed, limited access regional freeways and expressways will carry commuting employees to the periphery of work and service centers. The major street system provides the necessary links between local streets and the regional facilities. Internally, the system of expressways and major streets allows residents to move between their homes, the Town Center and employment areas in the minimum amount of time.

1. *Freeways* All freeways should be landscaped to improve their appearance and diminish the traffic noise generated. Access interchanges between freeways and major streets should be considered. The existing Nimitz Freeway will remain unaltered except for possible lane additions and improvements in the existing interchanges.

The proposed Capitol Freeway will follow the present eastern city boundary immediately south of the County line and continue south along the present alignment of Dempsey Road into San Jose. The Capitol Freeway should be located in a depressed right-of-way through the entire length of Milpitas to prevent it from creating a visual barrier between east and west Milpitas. It is especially important that the Freeway be depressed between Jacklin Road and a point south of Calaveras Road so that the visual and actual impact of the Town Center as a focal point in Milpitas can be accentuated.

The proposed South Bay Freeway will link the Capitol Freeway to the Nimitz Freeway along the County line, but canted slightly more in a southwest-northeast alignment, so that its interchange with the Nimitz Freeway would be in the present location of the Dixon Road overpass. It then continues westward to intersect with the existing Milpitas-Alviso Road in the vicinity of Alviso. Two freeway-to-freeway interchanges provide for traffic movements from one direction to another on the freeway network, but do not permit any local access at these points. A local access interchange is needed where Main Street intersects the South Bay Freeway on or near the County line.

2. *Expressways and Thoroughfares* The proposed Montague Expressway enters Milpitas at the present interchange of Trimble Road and the Nimitz Freeway and continues along Trimble Road to Main Street, where it veers northeasterly to continue along the present alignment of Landess Avenue. It terminates as an expressway at the future southward extension of Park Victoria Drive. The proposed Calaveras Thoroughfare would utilize the existing rights-of-way of a portion of the Milpitas-Alviso Road immediately east of the Nimitz Freeway and of Calaveras Road between Main Street and Park Victoria Drive. A new section of roadway would be required to link these two portions. It also would terminate as an expressway at Park Victoria Drive.

3. *Major Streets* Main Street, as it now exists, is modified to become two separate streets. One, entering the City from the north continues as far as Jacklin on the present right-of-way and then diverges to become an entirely new facility running roughly midway between the Western Pacific tracks and the Capitol Freeway to the



Montague Expressway. The other section of Main Street lies between Weller and a point between Curtis and Capitol Avenues. At both ends a new section of roadway would link Main Street into Abel Street, which becomes the principal north-south carrier in this area. The northern link would use a portion of Marylinn Drive, while the southern link would be on new ground. South of Capitol Avenue, the existing alignment of Main Street would be used for a connection between Abel Street and the portion of Main Street in San Jose.

Abel Street is a major facility from a point close to the present intersection of Main Street and Capitol Avenue to the point where it crosses the railroad tracks north of Vasona Street and joins the relocated portion of North Main Street. From this intersection, a new major street continues north-easterly and joins the existing Jacklin Road, which is developed to major street standards between this point and its intersection with Evans Road.

Dixon Landing Road is a major street from the continuation of Evans Road north along the foot of the hills in the vicinity of the Nimitz Freeway, where it would terminate. There would be no access to the Freeway at this point due to the Nimitz-South Bay Freeway interchange. Until the South Bay Freeway is constructed, access to the Nimitz Freeway will be provided by an interchange at Dixon Road as indicated in City Council Resolution No. 809, adopted on September 3, 1963.

Evans Road, extended to the County line close to the foothills, is a major street which continues in its present alignment south to link with Piedmont Road to the south City limits.

Park Victoria Drive is a major north-south street between Jacklin Road and the Montague Expressway. If possible, it should connect with a major street in San Jose.

Burnett Avenue will be extended west from the Capitol Freeway to join the new North Main Street at right angles between Abel and Calaveras intersection.

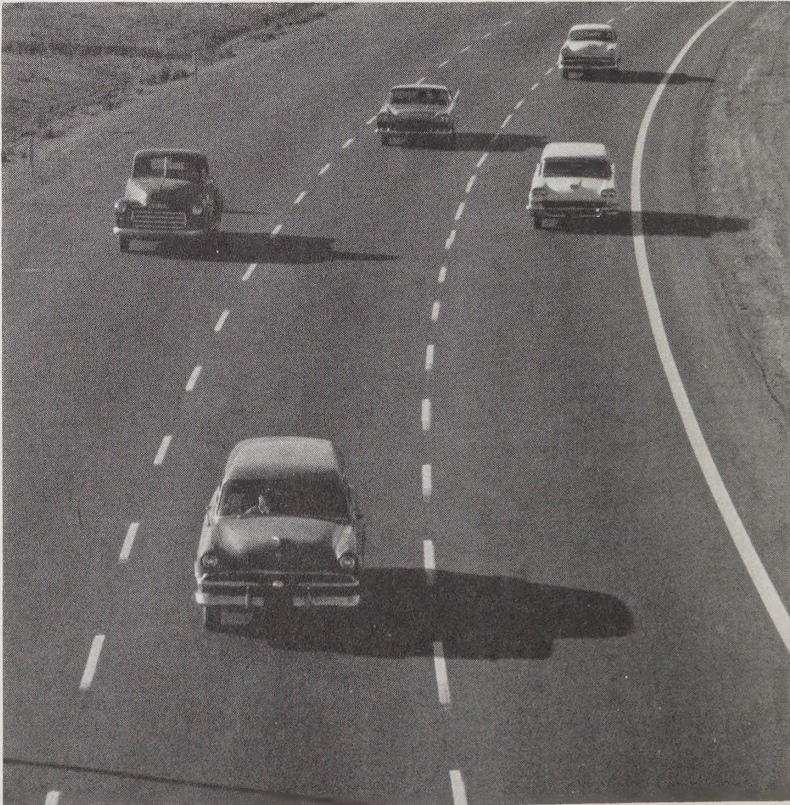
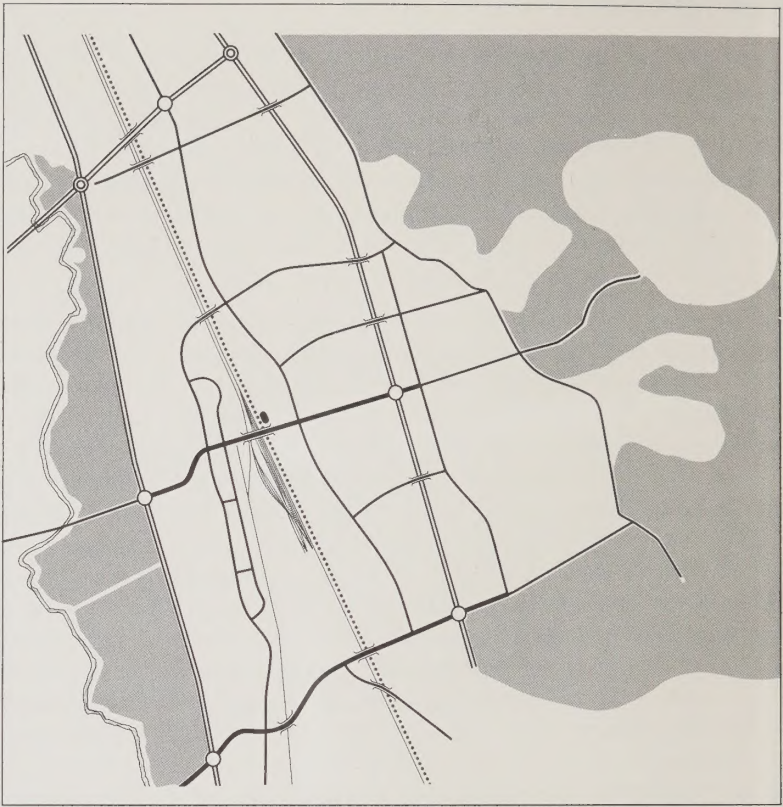
A new east-west street is indicated south of Edsel Drive, joining Piedmont Road to Park Victoria and continuing westward to the new alignment of South Main Street through the major industrial area. It is not intended that it should continue further westerly, in view of the difficulties presented in crossing the railroad in this vicinity.

Calaveras Road continues as a major street east of Park Victoria Drive into the hill area. Milpitas-Alviso Road continues as a major street west of the Nimitz Freeway. A new road, continuing east from the termination of the Montague Expressway at South Park Victoria Drive, connects the expressway to Piedmont Road.

Corning Avenue and Curtis Avenue are indicated as major streets between existing Abel and South Main Streets.

4. Railroads and Rapid Transit The main lines of the Southern Pacific and Western Pacific Railroads will continue to serve as regional transportation arteries for Milpitas industry.

The General Plan assumes that the Bay Area Rapid Transit line, to be operating in Alameda County by 1967, will be extended to Santa Clara County by the plan date. Provision for the line has been made parallel to the Western Pacific Railroad's tracks with a 30 acre station and parking facility located at the Town Center.



URBAN RESERVE

Urban reserves on the east and west of the central urban area will provide definition of the overall Milpitas form and breathing space for the well developed urban area at plan maturity.

East of Piedmont Road, 4,400 acres of rolling hills will be held in a natural state with the exception of minimal residential activity. The topography makes this area suitable only for low density residential and recreational pursuits which do not require expensive utilities and government services.

West of the Nimitz Freeway are 1,100 acres of prime agricultural land that is an important economic resource. Long-term projection indicates that residential development will probably take place sometime after 1985.

USING THE GENERAL PLAN

The Milpitas General Plan was adopted by City Council Resolution No. 848. Henceforth, the Plan is a standard of desired development against which all land proposals may be measured; it is a policy statement directing growth towards a preconceived goal.

1. *Referrals* All public agencies are now required by California State law to refer to city councils any planned public improvements so that their location, purpose and extent can be reviewed to determine their conformity to the General Plan.

RECOMMENDED: Milpitas should supply all government agencies and public utilities with the General Plan document and request immediate referrals of all proposals.

2. *Revision* The General Plan is flexible only to the degree that actual development within land use categories may take many forms but the land use proposals and the corresponding circulation system make up a firm pattern for the future. To keep the Plan up-to-date, formal revision sessions should be instituted and changes made only at these sessions.

RECOMMENDED: Milpitas should institute an annual and a five-year revision procedure to review and evaluate the Plan. The annual review considers existing and proposed developments of the previous year, and deficiencies in the Plan which become apparent through use. The five-year review is a complete restudy of all elements of the Plan and the planning program. The 1968 five-year review should give particular attention to industrial growth and proposals.

3. *Precise Plans* A precise planning study of residential development and design potential in the Calaveras Hills, now underway, illustrates how Milpitas can initiate site development in conformance with specific General Plan proposals.

4. *Capital Improvement Program* The C.I.P. is a comprehensive list of all public improvements needed within a specified time period, arranged according to proposed priority of execution, and with estimates of costs and methods of financing. The list of improvements and priorities is based on the General Plan. Since so many of Milpitas' services are supplied by public agencies, i.e., the Milpitas Elementary School District, the East Side Union High School District, the County

Road Department and Flood Control District, etc., it is essential that the referral procedure be followed and that Milpitas coordinate within its capital improvements program the work of all other public agencies and utility companies to avoid expensive duplication of effort.

RECOMMENDED: Milpitas Planning Department in cooperation with the City Finance Officer and the City Manager's Office begin work immediately on a five-year C.I.P. The first year of the program will become the capital budget.

5. *Administrative Procedures and Records* Almost all basic information used in the General Plan program is noted (in some way) in the City Offices. With slight changes and greater efforts in coordination, this information could be recorded in a manner that would considerably shorten the inventory stage of all planning work, and provide data series of considerable value.

RECOMMENDED: A review of existing administrative procedures to coordinate the record keeping of all departments. For example, information from building occupancy certifications can be recorded in a manner that maintains a complete land use record; business licenses can require almost all descriptive information usually obtained by survey such as number of employees, type of operation, etc. This information alone would save a minimum of three weeks in any program.

6. *Zoning Ordinance* The zoning ordinance can be used as an instrument to pace new development. The City can reserve the right to zone ahead for a period of only five years and then institute annual and five-year review sessions to follow the General Plan review, thus ensuring that the zoning map would be updated annually. All land not zoned for urban use would be in a holding zone.

RECOMMENDED: A complete review of the zoning ordinance and map to conform to the provisions of the General Plan. The review should consider:

a. A preamble to the ordinance stating Milpitas' goals for the future as envisioned in the General Plan and the relationship between the Plan and the ordinance.

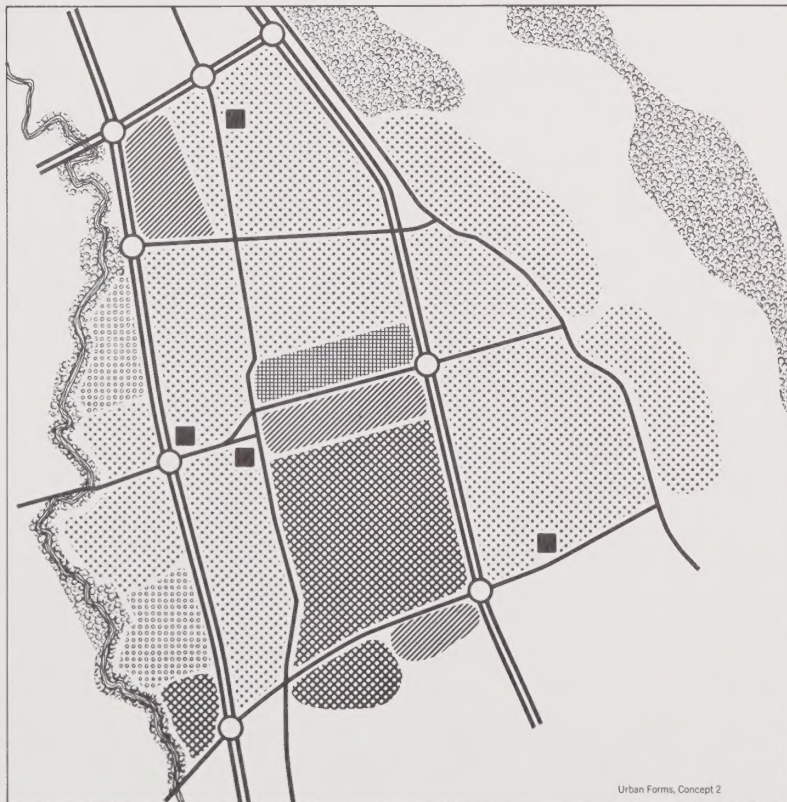
b. Coordinate the land use zones with the use categories in the Plan.

1) Residential zones should include desired densities. Density levels are especially important in designing and evaluating residential P.U.D.'s. A new high density residential zone allowing 20 units per net acre is needed.

2) New commercial zones are needed to provide for commercial service and highway service uses.

3) Manufacturing zones should be reorganized to conform to the Plan designations. The Industrial Park areas may be regulated through a new zone or the existing "S," Special Zoning Area designation.

4) The Planned Unit Development approval section of the ordinance should include modest incentives to stimulate the developer to invest the extra effort required for P.U.D.'s.



7. *The Subdivision Ordinance* **RECOMMENDED:**

- Re-examine the ordinance in light of the frequent charge that it costs more to develop land in Milpitas than neighboring areas because of the City's requirements.
- Study methods of incorporating open space into standard subdivision requirements where the P.U.D. is not used.
- Amend the ordinance to allow deviations from development specifications for P.U.D.'s where justified. This could be a permissive ordinance which leaves the final determinations to the Planning Commission.
- Specify standards for private streets ensuring the proper width and turning radius for emergency vehicles. F.H.A. standards may be used.

8. *Regulation of Grading and Filling* One of the Plan's basic aims is to preserve the natural beauty of the Planning Area by protecting the Calaveras Hills.

RECOMMENDED: Milpitas should develop a grading and drainage ordinance that includes requirements for planting of exposed cut and fill slopes. It will be best to wait until the completion of the hillside study to incorporate some of its recommendations in the ordinance.

9. *City Appearance*

RECOMMENDED: Milpitas should institute formal procedures for safeguarding and enhancing the appearance of the city. To be considered is an independent civic arts commission or a joint subcommittee of the Planning and Park Commissions. The following items should be investigated in the near future.

- Underground utilities should be required in new developments. When existing streets are widened or realigned, existing poles and wires can be placed underground with financing by special assessment districts or the general fund. Undergrounding costs in new developments have been greatly reduced recently and can be added to the cost of the development without economic hardship.
- Investigate the feasibility of having the Jose Maria Alviso Adobe, the Jose Higuera Adobe, and the Airpoint School designated state landmarks.
- Develop a city-wide planting and tree plan; coordinate the landscaping of the Hetch-Hetchy greenway and secondary pedestrian ways with municipal parks, P.U.D. parks and school sites.
- Work with private organizations, such as the Chamber of Commerce, to encourage and aid local "clean-ups" and revitalization efforts.
- Other recommendations as listed in Report No. 6 "Schools, Parks and Recreation."

10. *Intergovernment Relations* Many of the General Plan's most crucial proposals, the regional parks and the location of the freeways, can only be effectuated through cooperative efforts with other governments having jurisdiction in the Planning Area.

11. *Rehabilitation and Renewal* As Milpitas matures, public or private rehabilitation and renewal projects may become advisable. Such a program could guide the change of the existing Main Street C.B.D.

BACKGROUND FOR PLANNING

1. *Inventory and Projections* The initial phase in the Milpitas General Plan Program was one of compiling an inventory of existing information and making projections of future population and economic levels. Seven reports were presented to the Planning Commission and are now on file in the Planning Director's Office.

- a. Objectives, Principles and Standards
- b. Land Use
- c. Circulation
- d. Economic Analysis
- e. Central Business District
- f. Schools, Parks and Recreation
- g. Industrial Growth and Development

2. *Urban Forms* The urban form concepts correlated the "idea" of Milpitas to the map of Milpitas. The discussion of form was predicated firstly, on the concept that Milpitas is a "construction in space but one of vast scale"¹ and secondly, that that construction could be consciously manipulated. The definition of "form" fell between its philosophical and pragmatic meanings, the essential nature of the City as distinguished from the matter in which it is embodied, and the arrangement of content giving the city its particular appearance. The city form is then more than the sum of its parts; it is the total structure known as "small town," as "central city," etc.

In the three diagrams, the forms possible in Milpitas, given existing land commitments and the 1985 levels of development, were investigated and conceptualized.

Concept 1 An extension of today's zoning pattern would repeat the existing form of San Jose and most of urbanized Santa Clara County. Milpitas would then blend into County development, exhibiting no differentiation from its neighbors. Its strongest edges would be transportation routes with only minimal separation provided by Coyote Creek and the Calaveras Hills.

All flat land is utilized and all uses are in large districts. There would be an evenness in intensity and texture of development within each district resulting from the internal homogeneity of activity. This sameness or evenness would be most characteristic of the residential area which would consist of single family homes spread over most of Milpitas. Differences would exist between districts.

The central block of industrial land extending from the southern border for two-thirds the length of Milpitas would give the City an overwhelmingly industrial orientation when all the land was used. The predominance of single-family densities would preserve the present suburban living quality. Minor nodes or central focus points would be created by community shopping centers.



¹ Kevin Lynch, *The Image of the City*, Cambridge, Mass.; Harvard University and Technology Press, 1960, pg. 1.

The elongated Main Street C.B.D. would give the sense of a linear City strung out along major transportation routes. The Nimitz Freeway and the Capitol Freeway, both at grade, would be strong north-south vertical elements, functionally and visually reinforcing the linear image. The internal locations of the South Bay and Capitol Freeways divide the City into distinct north-south and east-west land areas.

Concept 2 Modest change in the land use pattern results in slightly greater intensity of development, more internal cohesion and some separation from adjoining urbanization.

West of the Nimitz Freeway, development is within large land blocks with the remaining land reserved for agriculture. A semi-greenbelt is created that becomes a western edge. The cut-back on residential land requires higher densities. The South Bay Freeway, moved to the County boundary, becomes a strong northern edge rather than an internal divider. Industrial orientation still exists but is lessened and the major industrial district lies between Calaveras Road and the Montague Expressway.

A compact Town Center located in the approximate center of Milpitas is a major node towards which the living and working areas would be oriented. The Capitol Freeway would be depressed to minimize visual disruption of the Town Center site.

Concept 3 This form results in the greatest internal unity and distinction of Milpitas as a unique urban entity. Separation from the region is emphasized by two prominent greenbelts, one created by holding most of the foothills in their natural condition and the second by holding all land west of the Nimitz Freeway in agriculture. These large areas of open space result in a greater intensity of use within the urban area than achieved in Concepts 1 and 2, since the same amount of activity is compressed into a smaller area. This would be done through a greater variety of, and more, high density residential areas.

Internal unity is fostered by the central location of the Town Center as well as the expansion of the Center to both sides of Calaveras Road. The Capitol Freeway alignment is moved to the existing alignment of Piedmont Road so that it no longer acts as a north-south divide within the central urban area. It is now a boundary for the central area.

2. Preliminary General Plans The three preliminary general plans were based on the City's goals statement, the inventory and projections, the conceptual forms and the work sessions between the City and the Consultant. At this stage, the plan proposals were for the first time tied to definable and measurable land areas.

The first step in their preparation was to identify land uses and circulation facilities to be considered "permanent" for the next twenty years. This provides a description of Milpitas at the base year of the planning period in terms of acres of land use of different types, number of dwelling units and an estimate of population. Each preliminary plan accepted as a "given" the base year and the population projections for the Planning Area, 75,000 to 80,000 persons. One alternate differs from another by manipulation of the areas for which no immutable conditions exist. The circulation pat-

tern, the location, size and relative importance of the commercial and industrial areas are among the most significant variations from one plan to another. These uses are probably more influential in changing the character of the projected cities than are the choices of residential patterns and densities. In the circulation pattern, only freeways will be considered for discussion purposes since they are the determining factors for the major street system. The Nimitz Freeway will remain unchanged, so that only the South Bay and Capitol Freeway alignments are of major importance.

Alternate A Almost all developable land would be designated for urban use by 1985. Industrial uses would be the overriding characteristic of this plan since they occupy the large central land mass between Dempsey Road and the Montague Expressway. The length and shape of the industrial areas would cause it to act as a wedge between the east and west residential communities and also to separate the western community from the Town Center. It is doubtful that this area could be completely developed by 1985.

The residential pattern extends over the entire City from the foothills to Coyote Creek with the exception of the industrial and commercial areas. It represents a single-family suburban community developed at existing densities; approximately 7 units per acre. Since all residential land would be used by 1985, a population plateau, 78,000 persons, would be reached.

The Town Center's location along Main Street would require the realignment of the railroad tracks south of Calaveras Road to provide a 40-50 acre site in one block for a future convenience goods shopping facility. Expansion of the Town Center after 1985 would be extremely difficult because of the street and railroad pattern.

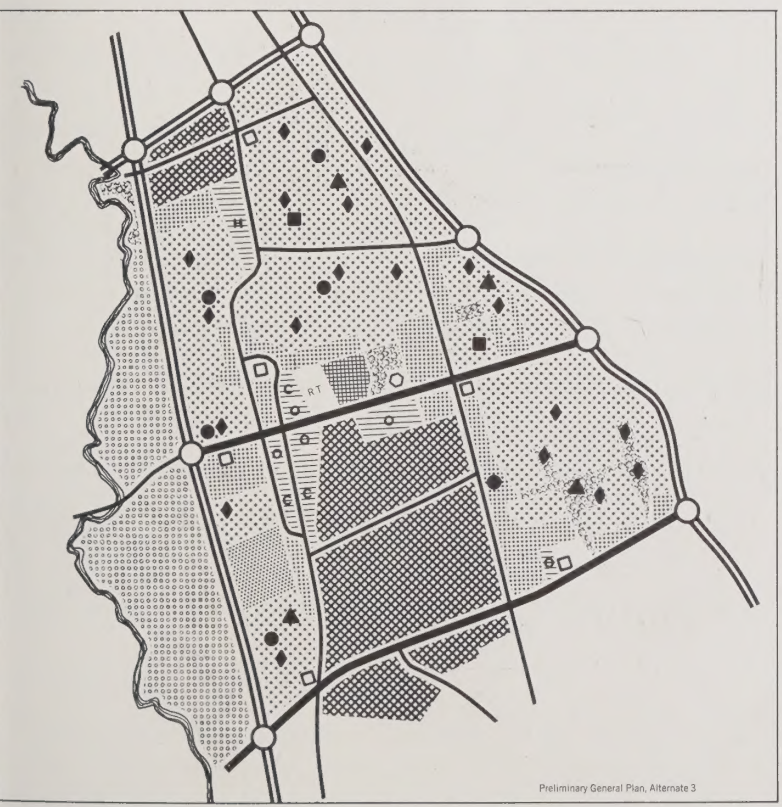
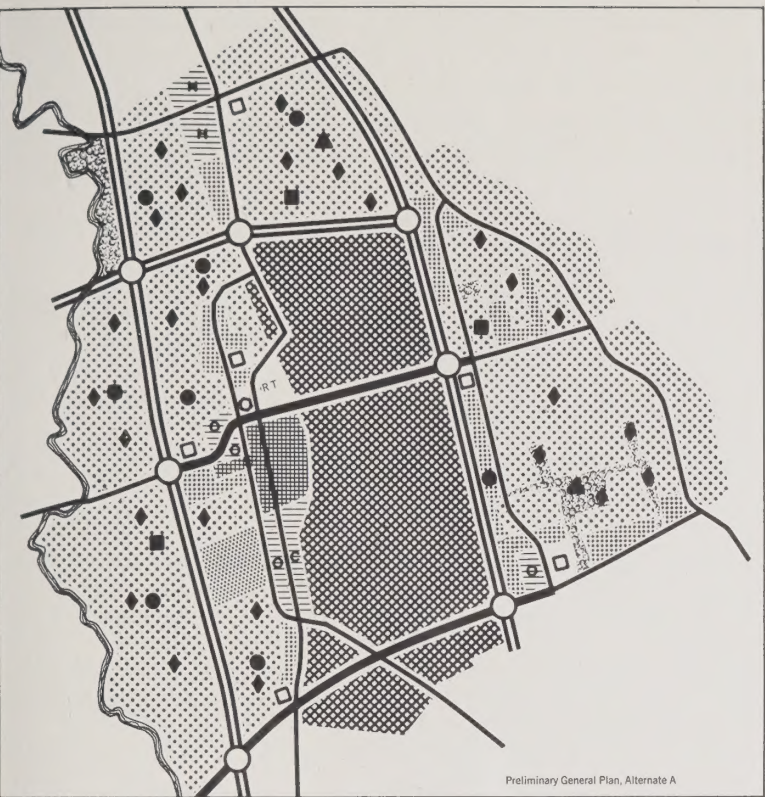
The three freeways serve the industrial area well but together they form strong barriers to the creation of a cohesive and recognizable community. Further, by aligning the South Bay Freeway along Dempsey Road extended, the interchanges are closer than normally desirable and the State might refuse to build them. If any of the five interchanges shown are omitted, the system would no longer function well for the industrial areas. A rapid transit route is hypothesized following the Western Pacific Railroad tracks.

Alternate B A more compact and cohesive city is created by limiting east and west residential development and breaking up the industrial land.

The industrial land is reduced to approximately 1,600 acres and is planned for two separate areas, one in the north and the second in the center. The reduction of total industrial land represents a more realistic appraisal of Milpitas' share of potential county growth.

Although single family densities predominate in the residential pattern, greater use is made of medium to high density residential areas as transitional and buffer areas thus creating an integrated city pattern of varied densities. Population capacity is between 80,000 to 85,000 persons and some land remains in the hills and near the creek for post-1985 growth.

The Town Center is located north of Calaveras Road between Main Street and the Capitol Freeway. The size and shape of the





land as well as its undeveloped nature allow the planning of a true city center of architectural distinction, not possible at the more constricted Main Street site.

The South Bay Freeway's alignment coincides with the Alameda-Santa Clara Counties boundaries where it will still fully service Milpitas without disrupting the residential community. The Capitol Freeway is shown in the Dempsey Road extended alignment. It is depressed to minimize its acting as a visual barrier between the east and west parts of the City. A rapid transit line is hypothesized in a median divider on the Capitol Freeway.

Alternate C This Plan is the most compact in terms of overall development and also has the least industrial land. All development is within the Nimitz and Capitol Freeways creating a partial greenbelt and leaving substantial acreages for post-1985 growth.

Industrial land is again in two large blocks but the south central block is encroached upon by an expanded Town Center. The 1,200 to 1,300 acre industrial acreage is closest to the 1985 land consumption projections.

To permit a contraction of the total urban area to accommodate the population projections, medium to high density residential areas have been greatly increased. The diversity of densities results in fewer schools and a lower demand upon the tax rate. Total holding capacity is 75,000-80,000 persons.

The South Bay Freeway alignment coincides with the County boundary. The Capitol Freeway is in a new alignment at a slightly higher elevation to take advantage of a more scenic route and also to eliminate completely disruption within the central urban portion. The rapid transit line follows the Western Pacific Railroad tracks.

PLANNING CHRONOLOGY

- 1954 First planning study of Milpitas by Santa Clara County Planning Department, "Milpitas An Arrested Community Meets the Twentieth Century," published.
- 1958 First planning study sponsored by Milpitas, "Milpitas General Plan, 1980," published.
- October 17, 1961 City Council Resolution No. 574 passed, requesting the State Department of Finance to provide planning assistance, under authority of Section 701 of the Housing Act of 1954.
- June 10, 1962 Milpitas receives agreement from the State Office of Planning providing for $\frac{2}{3}$ of the Planning program to be paid by the State with a federal grant and $\frac{1}{3}$ to be paid by the City.
- August 8, 1962 General Plan Revision Progress Report—presentation and discussion of inventory reports and projections—11 meetings. Presentation and summary of the citizens "Goals" questionnaire — 2 meetings.
- July 20, 1963 Preliminary general plans—2 meetings.
- May 28, 1963 Review, amendment and adoption of objectives formulated by the Community Improvement Committee by City Council.
- July 8, 1963 Town Forum, open citizens' meeting, considering the 3 Alternate Urban Forms.
- August 28, 1963 Commission's three public hearings on the General Plan revision.
- September 30, 1963
- September 16, 1963 Public Forum on General Plan sponsored by the Chamber of Commerce, open to the public.
- October 13, 1963 Commission approves plan; referral to City Council.
- November 27, 1963 First City Council hearing on the General Plan.
- December 17, 1963 Continuation of City Council hearing of November 27.
- December 23, 1963 City Council refers the proposed Plan back to the Commission for a report on the land use in the north-west City.
- December 30, 1963 Commission continues discussion on the Council referral.
- January 8, 1964 Commission continues discussion on Council referral; reaffirms the Plan as originally approved with no changes recommended.
- January 21, 1964 City Council adopts General Plan revision, Resolution No. 848.

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